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ABSTRACT

The regulations and guidelines issued by the Office of Education and state education agencies imply that local districts must provide "something extra" with ESEA Title I funds. In many schools, other compensatory education programs also compete for the time of Title I eligible students. In an attempt to determine what the something extra is that Title I provides and the effects of multiple compensatory programs on providing the something extra, information from a 1976-77 study of elementary school students served by multiple compensatory programs and a study involving daylong observations of 225 students was analyzed to answer the following questions: Are Title I students receiving something extra? If a student is served by Title I and a bilingual program, does the something extra from Title I get lost in the competition for the student's time and attention? The results show that students served only by Title I worked in smaller groups than students in non-Title I schools. Students in Title I schools spent more time in activities which did not involve direct instruction (assemblies, school fairs, field trips, etc.) than did students in non-Title I schools. Further, students served by Title I and a bilingual program received substantially less reading instruction than did the other students observed. (Author/GC)

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COMPENSATORY PROGRAMS DO NOT SUPPLANT, THEY SUPPLEMENT. RIGHT?

A paper presented at the annual meeting of the
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COMPENSATORY PROGRAMS DO NOT SUPPLANT,
THEY SUPPLEMENT. RIGHT?

(A Study of Time Use, Group Size, and Direct Instruction
for Students Served by Multiple Compensatory Programs)

> *No project under Title I shall be approved unless Federal funds made available for that project 1) will be used to supplement, and to the extent practical, increase the level of State and local funds that would, in the absence of such Federal funds, be made available for the education of pupils participating in that project; 2) will not be used to supplant State and local funds available for the education of such pupils; and 3) will be used solely to pay the excess costs of programs and projects assisted under Title I.*
> --Federal Register, Vol. 41, No. 189

> *Supplanting exists where educationally deprived children receive all of their instruction in an identified priority need subject area under Title I.* --Administrative Guide for Programs to Meet the Special Needs of Educationally Deprived, Neglected and Delinquent Children Under ESEA Title I, Document published by Texas Education Agency, March 1977.

Maria Rodriguez is a Title I student. When it is time for reading instruction to begin in her classroom, she and the other Title I students in the class leave the room and walk down the hall to the Title I reading lab. For the next forty minutes they receive reading instruction from a Title I reading teacher and a Title I aide. When they return to their regular classroom, it is time for mathematics. *Is Maria's school supplanting?*

It would be difficult to say in any absolute way whether Maria's school was supplanting. Federal regulations regarding supplanting do not necessarily disallow the method used by Maria's school for delivering Title I services (NIE, 1977a), but Texas guidelines state that Maria may not receive all of her instruction in reading from the Title I reading lab (TEA, 1977). Unfortunately, there is a lack of clarity at the federal level regarding the requirements related to supplementary services, and this lack of clarity is conducive to confusion at the state and local levels. State agencies find themselves in the position of having to interpret federal regulations, and the interpretations they generate in directions to districts may be more restrictive than need be if understanding of the federal regulations is not absolutely clear. Add to this the conflict that exists within the Office of Education regarding the supplanting and supplementation provisions of the Title I legal framework, and confusion is almost guaranteed. Studies conducted by NIE confirm the existence of problems. In fact, NIE's Study of State Administration "found the supplanting/general aid prohibitions to be among the most misunderstood features of the administration of the program at the local level" (NIE, 1977a).

To further complicate the situation at the local level, students are sometimes designated for services from other special programs as well as Title I, and the competition for their "extra" time can become intense. The potential for this layering of demands is sizable, with Title I programs, ESAA projects, Migrant programs, and State Compensatory programs flourishing side by side on many campuses. A study completed in Austin ISD in the fall of 1976 showed that 42% of the Title I population in the District were also being served by one other program, and approximately 8% were also being served by two other programs (Ligon et al., 1977).

This phenomenon of student participation in more than one program at a time and the sometimes confusing demands of the federal legislation and the state guidelines produce two major questions related to supplementary services that should be considered by program planners, evaluators, and molders of education legislation. Those questions are:

> Disregarding the myriad interpretations and understandings of what constitutes supplanting versus supplementing, *are the services to students through Title I showing up as the something extra for students that is at least by implication called for in the federal regulations?*
>
> *If a student is served by Title I and one or more other programs, does the something extra from Title I get lost in the competition for the student's time and attention?*

In an attempt to answer these questions, a study was undertaken in the Austin ISD Office of Research and Evaluation, where it was felt that supplementary services to Title I students should show up in one or more of the following ways:

1) *more time in intruction*
2) *smaller group sizes*
3) *more contact from an adult instructor*

The study used observation data gathered as part of the evaluation of Title I during the 1976-77 school year, in conjunction with information derived from a study of the overlap of special program services to students in Title I schools. The purpose of the observations was to show the difference between the school day of Title I children and the school day of non-Title I children (in non-Title I as well as Title I schools), but the potential for finding out much more lay waiting for someone to go back and reanalyze the data in terms of students served by Title I and other programs.

OVERLAP OF TITLE I WITH OTHER SPECIAL PROGRAMS

A special concern of Austin ISD personnel involved with special programs

had long been the overlap of services being provided to some target students. In an effort to document the extent of this overlap and pinpoint specific areas of extreme overlap, the Office of Research and Evaluation conducted an overlap study in 1976-77 which defined the groups of students being served by each of the many possible combinations of special programs. This was done by merging files containing student lists for each of the major programs operating in Title I and State Compensatory Education schools. The resulting data were used to prepare a report specific to Title I schools (Matuszek and Baenen, 1977), and figures from that study are shown below (Figure 1 and 2). It can be seen that:

Sixteen percent of the students were served by no special program at all.

Nearly half of the students were served by one major special program.

Twenty-nine percent of the students received services in two special programs.

Seven percent were served by more than two programs.

Over one-third of the students received services from two or more programs.

Figure 1: PERCENTAGE OF STUDENTS IN TITLE I SCHOOLS SERVED BY NO PROGRAM ONE PROGRAM, TWO PROGRAMS, AND MORE THAN TWO PROGRAMS. (From Special Programs in Title I Schools, Low SES and Minority Student Achievement Study, Austin, Texas, Austin Independent School District, 1977.)

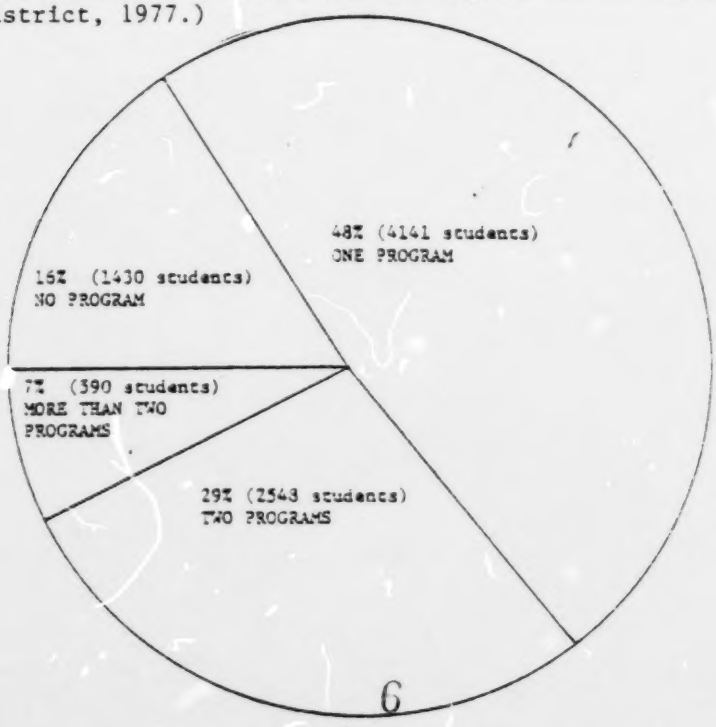
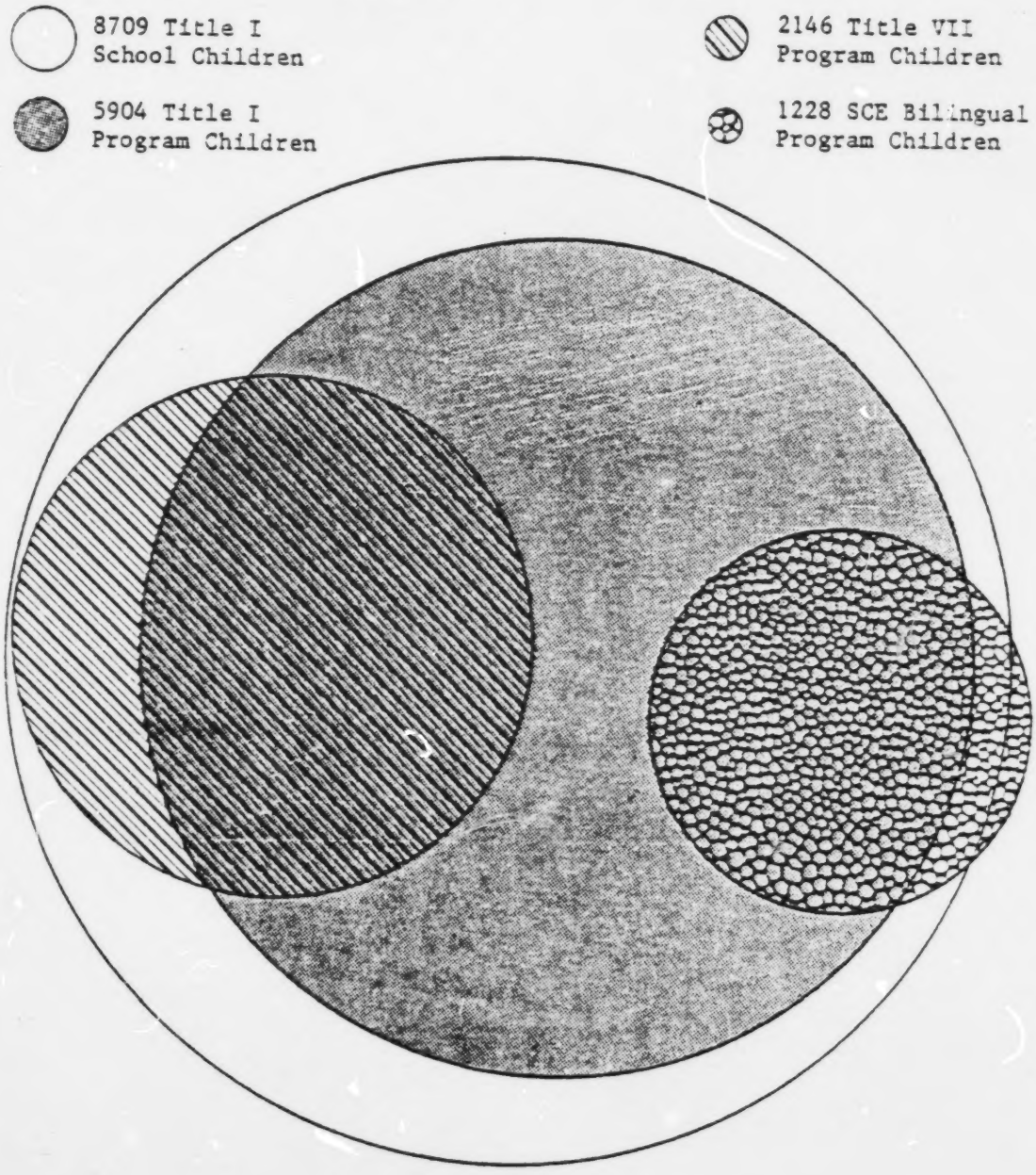


Figure 2: DEGREE OF OVERLAP OF THE TITLE I AND BILINGUAL PROGRAMS. Number of children in the Title I schools, the Title I program, the Title VII Bilingual Program, and SCE Bilingual Program, and the areas of overlap between programs. (From Special Programs in Title I Schools, Low SES and Minority Student Achievement Study, Austin, Texas, Austin Independent School District.)



THE OBSERVATIONS

A rather unique observation system was devised as part of the evaluation of the Title I program in Austin ISD in 1976-77. This system called for students in three groups to be randomly selected for individual observation *on a minute-by-minute basis throughout the school day*. The three groups were:

1) Title I students

2) Non-Title I students in Title I schools

3) Students in non-Title I schools

The activities of *164 students across six-grade levels (K-6) were recorded* for each minute of the school day from the first minute of the day to the last minute through use of a locally developed instrument called the Pupil Activities Record (PAR). At the end of each minute, the observers recorded the following information through tallies in appropriate columns on the PAR (Hester and Wilkinson, 1977).

1) THE AREA OF INSTRUCTION OR ACTIVITY in which the student under observation functioned for the major part of the preceding minute. Categories included in this section were . . .

   No Instruction. Student was not receiving instruction due to activity related to *day-to-day classroom functions* (saluting the flag, listening to school announcements, answering the roll call, etc.); *transitional activity in the classroom* (putting away materials, lining up, getting out materials, etc.); *receiving directions* (information imparted to the student on what to do rather than how to do it); *teacher engagement in classroom management* (disciplinary activities); or *outside interruption* (teacher called to the telephone, teacher called out of the classroom for some reason, etc.).

   Basic Skills/Major Content Area Instruction. Instruction in one of the following areas was being offered to the student: Reading, Language Arts, Mathematics, Social Studies, or Science. If the student was engaged in some activity that was not directly related to one of these areas, the activity was coded under Undetermined Instructional. If the student was participating in the task as assigned, he was coded as *ontask* within the appropriate instructional area; if the student was not engaged in the assigned task, he was coded as *offtask*.

Activities Other than Basic Skills/Major Content Areas. Student was engaged in music, physical education, art, lunch, recess, transitional activity between classrooms or other areas in the building (hall time), or other activities such as field trips, school fairs, assemblies, fire drills, etc.

2) THE GROUP SIZE IN WHICH THE STUDENT PREDOMINANTLY FUNCTIONED. The number of students involved in instructional activity with the student observed *plus* the student under observation was recorded *only during instructional activities in the basic skills/major content areas.*

3) ANY ADULT CONTACT EXPERIENCED BY THE STUDENT. The adults who had contact with the student under observation were recorded *only during instructional activities in the basic skills/major content areas.* The contact did not have to be predominant during the minute; *any adult contact regardless of its instructional content or length of occurrence was recorded at the end of each minute.*

4) THE PLACE IN WHICH INSTRUCTION OR ACTIVITY OCCURRED.

5) THE MATERIALS USED BY THE STUDENT.

(The place of the activity and the materials used by the student will not be discussed in this paper.)

Although observers did not continue to observe the student on a minute-by-minute basis during lunch, recess, physical education, art, or music activities, the exact amount of time spent in each of these activities was recorded.

The samples were drawn as described below (Ligon and Hester, 1977).

Each of the 20 Title I schools in the District was randomly assigned to a block of time in the school year (usually a week) during which a Title I student from each grade level was to be observed for an entire day. One non-Title I student in each of 14 Title I schools and two non-Title I students from the six largest Title I schools were also selected for observation at that time. In addition, four non-Title I schools were randomly selected, with one student in each grade level to be observed with the PAR.

The individual observations within each school were randomly assigned to days within the block of time set aside for the school, and *all of the students were randomly selected.*

The following steps were taken with each observation (Ligon and Hester, 1977).

1) All teachers and school staffs were informed one to two weeks in advance that observations would be taking place in their school during a specified week, but *they were not informed of the exact day, time, or teachers that would be involved in those observations.*

2) Observers reported to the schools 10-15 minutes early in order to check in at the office and then acquaint themselves with the classroom teacher in whose classroom the observation was to begin. At that time the teacher was asked to identify four students selected prior to the observation. The teacher was also asked to verify the Title I status (Title I or non-Title I) of the selected students. *Teachers were never told exactly which of the four students was to be observed,* but in some cases it was obvious to the observer by the end of the day that the teacher had guessed which student was under observation.

3) After identifying the student for observation, the observer proceeded to observe the selected student throughout the school day.

Intraclass reliability coefficients (Ebel, 1951) based on each of 32 categories were obtained in a series of reliability observations that took place at intervals throughout the year. With the exception of one variable which showed a reliability coefficient of .79 (No Instruction), all coefficients were in the upper .90's or were 1.0.

THE ANALYSES

The PAR observations used in the analyses were chosen from the 136 observations done at grades 1-5; kindergarten observations were omitted because activities at that level were found to be quite dissimilar from activities at the other levels. A file prepared as part of the Overlap Study provided information which allowed the classification of each observation according to the program or programs by which the observed student was served. Eleven different program combinations were found (including students in non-Title I schools) but examination of the findings showed that six of the groups did not have enough

students in them to allow for meaningful analysis. Those six groups were therefore deleted, and two bilingual groups were combined to yield four groups that were used in the analyses. Those four groups were:

1) Students from non-Title I schools

2) Students served by no programs in Title I schools

3) Students served by Title I only

4) Students served by Title I and a bilingual program (State Compensatory Education Bilingual Program or Title VII Bilingual Program)

Figure 3 shows the eleven program combinations, the number of students identified in each of the eleven groups, and the groups used in the analyses.

For each observation, the amount of *time spent in each activity* was computed, along with the *average group size* within which each student worked, and the *amount of contact with each instructional adult*. In addition, the following variables were computed:

1) Amount of time in the Basic Skills/Major Content Areas (Reading + Language Arts + Math + Social Studies + Science + Undetermined Instructional)

2) Amount of time in Reading/Language Arts

3) Amount of time in other instructional activities (Art + Music + Physical Education + Other)

4) Total amount of time in instruction (Reading + Language Arts + Math + Social Studies + Science + Undetermined + Art + Music + Physical Education + Other)

5) Total amount of adult contact (Classroom Teacher + Title I Learning Coordinator + Title I Aide + Counselor + Title I Reading Teacher + Other)

A total of 30 variables was available for analysis: 18 activity variables, one average group size variable, and eleven adult contact variable.

The analyses outlined below were performed on the groups of variables.

Activity Variables: A one way analysis of variance comparing the means of the four groups was done for each activity variable. In the cases where

Figure 3: STUDENTS OBSERVED IN TITLE I AND NON-TITLE I SCHOOLS IN GRADES 1-5 CLASSIFIED BY PROGRAMS SERVING THEM.

Program Combinations	Number of Students	Number Used in Analysis
No Program in Title I School	12	12
Title I Only	56	56
Title I and State Compensatory Education Bilingual	9	Title I and a Bilingual Program 33
Title I and Title VII Bilingual	24	
Title I and Special Education	2	omitted
Title I and State Compensatory Education Reading and Math	4	omitted
Title I and State Compensatory Education Bilingual and Special Education	1	omitted
Title VII Only	3	omitted
State Compensatory Education Reading and Math	2	omitted
State Compensatory Education Bilingual	3	omitted
Non-Title I School	20	20
Total	136	121

significant differences were found, additional analyses of variance and t tests were peformed in order to better understand the results.

Average Group Size: An analysis of variance comparing the four groups on average group size was done initially. When a significant difference was detected, a one way ANOVA was done to compare the three groups in Title I schools. Three t tests between groups were then performed to better understand the observed differences.

Adult Contact Variables: The analyses applied to the adult contact variables were not the same for all variables because of certain characteristics of the variables. Two variables were excluded from all analyses because only one group had any contact with the personnel, and that contact was almost nonexistent. These two excluded variables were:

a) contact with the classroom teacher and aide

b) contact with the classroom teacher and the counselor.

Another group of variables was analyzed only in terms of the Title I and the Title I and Title I + Bilingual groups because those were the only two groups that should have had access to the Title I personnel. Those variables were as follows:

a) contact with Title I learning coordinator

b) contact with the Title I aide

c) contact with the Title I reading teacher.

Contact with the counselor was added to this group by default, since the students in non-Title I schools and those not served by a program in Title I schools in fact had no contact with the counselor. For these variables a series of t tests was conducted to detect differences in contact between the two groups.

The third group of variables included those variables for which all groups should and did have measured contact. These variables were as follows:

a) contact with the classroom teacher

b) contact with some other person

c) contact with no one

d) contact with the classroom teacher and some other person

e) total adult contact

These variables were analyzed by comparing the means of all four groups through a series of one way analyses of variance.

Before proceeding to the results, a word of caution needs to be introduced concerning the statistical power of the analyses described above. Because of the variation in group size and the small number of observations found in two of the groups, it is possible that setting the alpha level of .05 meant that some mean differences which represented true deviations from the hypothesis of equal means were not detected; i.e., some of the results reported as being nonsignificant represent Type II errors.

RESULTS

Activities:

Means and standard deviations of the activity variables by group are given in Figure 4 on the following page. Comparison of these means for the four groups through one way analysis of variance yielded significant differences among means only for Reading ($p = .022$) and Other ($p = .041$), and a difference that approached significance for Reading combined with Language Arts ($p = .14$). When the non-Title I School group was dropped out and the three groups in Title I schools (Title I Students, Title I + Bilingual Students, and No Program Students) were compared, a significant difference was

Figure 4: MEANS AND STANDARD DEVIATIONS OF ACTIVITY VARIABLES BY GROUP.

Variable	Non-Title I Schools (N = 20)		Title I Schools					
			No Program (N = 12)		Title I Only (N = 56)		Title I & Bilingual Program (N = 33)	
	$\bar{X}$	SD	$\bar{X}$	SD	$\bar{X}$	SD	$\bar{X}$	SD
No Instruction	89.4	18.8	78.8	21.1	85.7	29.0	90.4	27.7
Reading	44.9	28.5	60.0	48.3	55.1	37.0	32.4	32.2
Language Arts	74.7	34.5	65.0	44.9	72.8	39.9	74.4	52.2
Math	41.6	17.1	39.2	21.9	32.0	17.7	34.5	21.4
Social Studies	10.8	15.2	6.6	16.1	9.8	17.1	6.9	18.5
Science	10.9	17.1	9.9	18.7	8.4	14.6	13.4	18.5
Undetermined	17.4	20.6	7.8	12.3	18.6	21.1	18.0	20.0
Art	12.8	17.7	3.3	10.9	8.8	19.4	8.6	18.5
Music	13.0	15.2	13.3	17.7	11.5	16.5	13.9	19.2
P.E.	15.7	16.9	14.8	14.3	11.4	14.4	9.5	13.9
Recess	6.6	9.7	5.8	8.9	8.6	11.0	9.3	13.6
Lunch	31.3	4.9	29.7	6.2	29.1	3.6	29.5	3.9
Between Class	15.8	8.3	15.1	6.5	15.3	7.6	15.1	6.6
Other	2.0	6.0	40.9	67.8	23.0	39.6	34.0	52.7
Basic Skills/Major Content Area*	200.2	26.1	188.4	54.7	196.6	43.1	179.5	56.9
Reading/Language Arts**	119.6	31.7	125.0	49.9	127.8	35.5	106.8	50.7
Other Instruction***	43.4	22.3	72.3	59.2	54.7	40.2	66.1	53.3
Total Instruction****	243.5	18.4	260.8	18.8	251.3	33.0	245.6	30.1

* (No Instruction + Reading + Language Arts + Math + Social Studies + Science + Undetermined)
** (Reading + Language Arts)
*** (Art + Music + P.E. + Other)
**** (Basic Activity + Other Instruction)

again found for Reading ($p = .013$), and a difference that approached significance was found for Reading combined with Language Arts ($p = .082$). A further comparison which dropped out the Title I + bilingual group yielded no significant differences, pointing out that...

1) *students who were served by both Title I and a bilingual program received significantly less time in reading instruction than did the other groups.*

2) *Title I students received no more time in reading instruction (or any other areas) than did non-Title I students.*

3) *Students in non-Title I schools spent significantly less time in Other activities than did the students in Title I schools. (A definition of the Other category is given in the preceding section headed The Observations.)*

Group Size:

Means and standard deviations for average group size are given in Figure 5. Comparison of these means for all four groups showed a significant difference ($p = .015$). When the non-Title I School Group was dropped out and an analysis of variance was done for the remaining three groups, no significant difference was found, indicating that *some students in Title I schools functioned in significantly smaller groups than students in non-Title I schools*. However, because the Board of Trustees had initiated a special program to lower the pupil-teacher ratio in Title I schools, it could not be said that the Title I Program necessarily contributed to a smaller group size for students served. Therefore, a series of *t*-tests was performed in which...

1) the average group size for students in non-Title I schools was compared to the average group size of students in Title I schools who were not served by Title I or a bilingual program. No significant difference was found.

2) the group size for students in non-Title I schools was compared with the group size for students served by both Title I and a bilingual program. The difference between these two groups proved to be significant ($p = .042$).

Figure 5: MEANS AND STANDARD DEVIATIONS OF GROUP SIZE AND ADULT CONTACT VARIABLES.

Variable	Non-Title I Schools (N = 20)		Title I Schools					
			No Program (N = 12)		Title I Only (N = 56)		Title I & Bilingual Program (N = 33)	
	$\bar{X}$	SD	$\bar{X}$	SD	$\bar{X}$	SD	$\bar{X}$	SD
Average Group Size	11.2	5.1	8.9	6.0	7.6	3.0	8.3	4.6
Minutes of Contace With:								
Classroom Teacher	86.5	37.4	72.7	46.7	77.5	33.3	63.4	42.1
Learning Coordinator	0.0	0.0	0.0	0.0	2.1	7.6	1.1	4.1
Title I Aide	0.0	0.0	0.5	1.7	3.5	11.2	2.3	5.9
Counselor	0.0	0.0	0.0	0.0	1.5	5.5	3.3	8.7
Title I Reading Teacher	0.0	0.0	3.7	8.6	3.2	7.8	0.3	1.1
Other Person	4.6	12.6	19.0	36.9	18.7	32.0	23.3	44.4
No One	128.3	29.7	124.7	55.0	118.4	41.7	118.9	48.8
Classroom Teacher and Aide	0.0	0.0	0.0	0.0	<0.1	0.1	0.0	0.0
Classroom Teacher and Counselor	0.0	0.0	0.0	0.0	<0.1	0.1	0.0	0.0
Classroom Teacher and Other	1.5	4.5	0.3	1.2	1.2	4.3	1.7	6.1
Total Contact	52.5	32.3	96.2	44.2	107.7	40.6	97.4	54.2

3) the average group size for students in non-Title I schools was compared with the group size for students served by Title I only. The difference between the two groups also proved to be significant ($p = .007$)

These results indicate that being in a Title I school in itself did not decrease the group size for students to a point where it was significantly smaller than the group size for students in non-Title I schools. Participation in the Title I program, however, did decrease the group size to a point where Title I students were functioning in significantly smaller groups.

Adult Contact:

Means and standard deviations of the adult contact variables are given in Figure 6. The t tests between the two groups served by Title I found a significant difference only for contact with the Title I reading teacher. The students served by Title I and a bilingual program received significantly ($p = .007$) less contact with the Title I reading teacher than those served only by Title I.

No significant differences were found when all four groups were compared on those variables for which comparisons were meaningful.

DISCUSSION

Interpretations and understandings of what constitutes supplanting versus supplementing are myriad, but the implications of the legislation are clearly that *something extra* should be provided for target students. Three obvious ways to deliver something extra to Title I students are through:

1) more time in instruction
2) smaller group size
3) more contact with an instructional adult

The first question posted earlier in this paper asked: *Are the services to students through Title I showing up as the something extra for students that is at least by implication called for in the federal regulations?* Results of

this study indicate that the something extra for Title I students in Austin schools definately did not show up as extra time in instruction. However, the Title I program combined with the lowered pupil-teacher ratio that had previously been mandated for Title I schools by the Board of Trustees did appear to make smaller group sizes possible for Title I students.

The challenge of providing extra services to Title I students is complicated, however, by the common occurrence of overlap of Title I services with the services of other special programs. The question to be dealt with then becomes: *If a student is served by Title I and one or more other programs, does the something extra from Title I get lost in the competition for the student's time and attention?* The finding that students served by both Title I and a bilingual program received less time in reading than did students served by Title I only is disturbing. What is particilarly disturbing is the fact that the observed differences between the two groups amount to over 20 minutes a day or about nine full six and one-half hour school days a year. Even if the reading deficit could be made up by the related subject area of Language Arts, the means of the two groups on the total of Reading and Language Arts instruction approaches significance which hints that the groups still differ. Something appears to be happening for these students that means they receive less time in instruction than fellow students who are served only by Title I or by no program at all.

One interpretation of the data would be to assume that this something is related to their double participation in federal programs. Another interpretation of the data is possible, however, and that is that the students were not in fact truly served by both programs; that they were, in fact, Title I students in name only. This interpretation is based on three points:

1) Of 6,300 students identified for Title I Services in 1976-77,

only 5,500 were provided direct instruction from Title I personnel (Ligon and Hester, 1977).

2) Support services from the Title I counselor were legal only for identified students who were being served in some way by the instructional component; therefore, schools may have found it necessary to identify and serve students at least nominally in the Title I reading program so that the students would be eligible for services from the Title I counselor. The use of Title I aides could have served this purpose nicely; the students could have been served in the classroom by a Title I aide and may have rarely (if ever) gone to the reading lab. Title I Evaluation data showed that 28% of Title I students were indeed served by the Title I aide only (Ligon and Hester, 1977).

3) Certified bilingual teachers are currently in great demand, and bilingual programs are having difficulty finding teachers that they can place in the classroom. Because of the rather more insecure nature of the Title I positions (they are non-contracted positions), the Title I Program has had even more trouble finding and hiring bilingual teachers for the Title I reading labs. On the other hand, non-certified bilingual aides are not difficult to find in Texas, and those aides can be placed in classrooms to work with those Title I-identified students who are involved in a bilingual program. (Informal conversations with Title I reading lab personnel pointed this occurrence out to evaluation staff on several occasions.)

It appears possible then that the Title I students who were also in a bilingual program received only the barest of an instructional program from the Title I program.

The possibility must also be considered, however, that the difference is related to their double participation in federal programs. Were these students "lost in the shuffle" between the Title I Program, the Bilingual Program, and the regular Austin ISD instructional program? Did teachers in each program assume that the child's needs were being met by the other programs? The fact that these doubly-served students clearly received less time in reading (the area of Title I emphasis) should be cause for alarm when the literature concerning the relationship of time in instruction to achievement is considered (NIE, 1977b).

The fact that students in Title I schools spend more of their time in activities coded under "Other" on the PAR (usually non-instructional activities) than do students in non-Title I schools adds another note of concern since this may indicate that the effort to provide enriching experiences to these students may be taking valuable time away from instruction for extras such as assemblies, school fairs, and field trips.

Awareness of these results should at least cue evaluators of special programs to look particularly carefully at the effects on students of participation in more than one program at a time. The results of these evaluations should then be considered closely by program planners when they develop a program that is to be delivered in schools where other special programs are operating. Legislators may eventually want to consider the possibility of drafting legislation to accompany special program funds which will help to offset any complications arising from double program participation.

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